

# SACRAMENTO COUNTY OFFICE OF EMERGENCY SERVICES

## OPERATIONAL AREA PLAN



MARCH 2019

## FOREWORD

The Sacramento Operational Area Plan (OA Plan) addresses planned methods for managing information, resources, and priorities during a multi-jurisdiction response in the OA to extraordinary emergency situations associated with natural and human caused disasters. This plan is an adjunct to local jurisdiction emergency and disaster plans and does not apply to normal day-to-day emergencies or the established procedures used to cope with such emergencies.

This plan encompasses and addresses operational coordination. Respective Emergency Operation Plans (EOPs) contain information regarding special needs and disabilities, access and functional needs, animals (pets) and CERT and other volunteer organizations in addition to other related material.

The Sacramento OA encompasses the boundaries of Sacramento County and includes the various municipalities and special districts.

*Agencies participating in the OA Plan include:*

- Sacramento County
- City of Sacramento
- City of Citrus Heights
- City of Elk Grove
- City of Folsom
- City of Galt
- City of Isleton
- City of Rancho Cordova
- Cemetery Districts
  - Elk Grove-Cosumnes Cemetery District
  - Fair Oaks Cemetery District
  - Galt-Arno Cemetery District
  - Sylvan Cemetery District
- Community Services Districts
  - Cosumnes Community Services District
  - Rancho Murrieta Community Services District
  - San Juan Community Services District
- Conservation Districts
  - Florin Resource Conservation District
  - Granite Resource Conservation District
  - Lower Cosumnes Resource Conservation District
  - Sloughhouse Resource Conservation District
- Fire Districts
  - Courtland Fire District
  - Delta Fire Protection District
  - Herald Fire District
  - Natomas Fire Protection District
  - Pacific Fruitridge Fire Protection District
  - River Delta Fire District
  - Sacramento Metropolitan Fire District (Metro Fire)
  - Walnut Grove Fire District
  - Wilton Fire Protection District
- Flood Control District
  - American River Flood Control District

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- Irrigation District
  - Galt Irrigation District
- Maintenance District
  - Brannan-Andrus Levee Maintenance District
- Mosquito and Vector Control District
  - Sacramento-Yolo Mosquito and Vector Control District
- Reclamation Districts
  - 3, 317, 341, 349, 369, 407, 551, 554, 556, 563, 744, 755, 800, 813, 1000, 102, 1601, 2067, 2110, 2111
- Recreation and Park Districts
  - Arcade Creek Recreation and Park District
  - Arden Manor Recreation and Park District
  - Arden Park Recreation and Park District
  - Cordova Recreation and Park District
  - Fair Oaks Recreation and Park District
  - Fulton-El Camino Recreation and Park District
  - North Highlands Recreation and Park District
  - Orangevale Recreation and Park District
  - Rio Linda-Elverta Recreation and Parks District
  - Southgate Recreation and Park District
- Sanitation District
  - Sacramento Regional County Sanitation District
- Sewer District
  - Sacramento Area Sewer District
- Utility District
  - Sacramento Municipal Utility District (SMUD)
- Water Districts
  - Carmichael Water District
  - Citrus Heights Water District
  - Clay Water District
  - Del Paso Manor County Water District
  - Fair Oaks Water District
  - Florin County Water District
  - Omochumne-Hartwell Water District
  - Rio Linda/Elverta Community Water District
  - Sacramento Suburban Water District

The OA Plan was prepared by the Sacramento County Office of Emergency Services and approved by the Sacramento OA Council.

# SACRAMENTO OA PLAN

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## **1.0 INTRODUCTION**

### **1.1 PURPOSE**

The OA Plan address Sacramento OA's planned method of coordination, communications, and prioritization of resources among the various local governments during emergencies and disasters. It provides an overview of operational concepts, identifies components, and describes the overall responsibility of the OA lead agencies and participants.

### **1.2 SCOPE**

The OA Plan applies to all local governments within Sacramento County including cities, the county, and special districts. This plan is meant to be used in conjunction with the local government's Multi-Hazard Disaster Plan, local Emergency Operation Plans and any other area-wide plans.

### **1.3 ASSUMPTIONS**

The following assumptions are made for planning purposes and operational response:

- Local jurisdictions are primarily responsible for emergency actions within their scope of responsibility and will commit all available resources to save lives, minimize injury to persons, and minimize damage to property. Local governments will utilize their respective EOPs.
- Sacramento OA will utilize SEMS, ICS and NIMS in emergency operations.
- Sacramento County will participate in the Sacramento OA as the lead agency.
- The OA will commit its resources to a reasonable degree before requesting mutual aid assistance.
- Mutual aid assistance will be requested when disaster relief requirements exceed the OA's ability to meet them.
- Local governments should cooperate in organizing an effective OA.
- OA authority and responsibility is not affected by the nonparticipation of any local government.
- Procedures presented in this plan will be used in the Sacramento OA.
- Nonparticipation in the Sacramento OA Agreement does not preclude a local government from being bound by the requirements of this plan.

### **1.4 LIMITATIONS**

The OA Plan identifies operational strategies and plans for managing inherently complex and potentially catastrophic events. Assets, resources, and departments are potentially vulnerable and may become overwhelmed. Deviations from the organizational and response structures outlined in this Plan may be required, based upon evolving needs and available resources. Given these potential conditions, this Plan is designed to promote flexibility whenever possible and is not intended to limit the use of good judgment and common sense in matters not foreseen or adequately addressed by elements of the OA Plan and its associated annexes, appendices, or plans.

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**1.5 AUTHORITIES AND REFERENCES**

OA functions will be conducted as outlined in Concept of Operations, and in accordance with the enabling legislation, plans, and agreements listed below:

- **California Emergency Services Act**
- **Standardized Emergency Management System (SEMS) Regulations**
- **California Emergency Operations Plan**
- **Sacramento OA Agreement**, Sacramento County Board of Supervisors Resolution #95-1390
- **Robert T. Stafford Act**
- **Homeland Security Presidential Directive 5 & 8**
- **FEMA – National Incident Management System (NIMS)**
- **Local Multi-Jurisdictional Hazard Mitigation Plan**

**1.6 TRAINING, EXERCISING, AND MAINTENANCE OF THE PLAN**

The OA Coordinator is responsible for coordination and exercising of this plan. The Sacramento County Emergency Operations Division will conduct regular exercises of this plan to train all necessary OA staff in the proper response to disaster situations.

The OA Plan is the result of a joint planning effort by the County, cities, and special districts in the OA. The plan will be reviewed annually to ensure that plan elements are valid and current. The OA Coordinator is responsible for ensuring that necessary changes and revisions to this plan are prepared, coordinated, published, and distributed to all OA jurisdictions and the OA EOC.

**Sacramento OA Plan  
Revision Record**

*The date and initials of the person inserting revisions should be entered opposite the revision number.*

<b>Rev</b>	<b>Date</b>	<b>Printed Name / Agency</b>	<b>Initials</b>
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**1.7 APPROVAL AND PROMULGATION**

Prior to issuance, this Plan has been reviewed by all jurisdictions in the OA. Upon completion of review, the plan will be submitted the Sacramento OA Council and the State Office of Emergency Services for review. Upon concurrence of the Sacramento OA Council, the plan is officially adopted and promulgated. It will become the official Plan of the OA and shall supersede any previous plans. Nothing in this plan shall be construed in a manner that limits good judgment and common sense in matters not foreseen or covered by the elements of the plan or any appendices hereto.

This plan will be reviewed, updated, and approved by participating agencies and OA Council as needed.

\_\_\_\_\_  
Chair, OA Council

\_\_\_\_\_  
Date

\_\_\_\_\_  
OA Coordinator

\_\_\_\_\_  
Date

## **2.0 CONCEPT OF OPERATIONS**

### **2.1 INTRODUCTION**

All local governments must be prepared to coordinate information, resources, and priorities promptly and effectively within their emergency response organization and with the OA during emergencies. Emergency management activities are associated with four emergency management phases: preparedness, response, recovery, and mitigation. The two phases addressed in this plan are preparedness and response.

#### ***2.1.1 Preparedness***

Preparedness involves activities taken in advance of an emergency. These activities include development of communication and coordination links within the OA and with the regional level, establishing resources procurement and distribution procedures, establishing mutual aid agreements, planning, training and exercises.

#### ***2.1.2 Response***

During the response phase of an emergency, the OA will be active in three areas:

**Information:** Status reports from local governments to assess the seriousness of the situation and to coordinate the provision of information to the regional level.

**Resources:** Survey of resources available within the OA to determine whether there are adequate resources, facilities, and other support to provide to jurisdictions whose own resources prove to be inadequate to cope with an emergency, or, if there is a need to request resources from outside the OA.

**Priorities:** Coordination of the distribution of mutual aid resources and restoration activities.

### **2.2 LEVELS OF ACTIVATION**

Emergency information, resources, and priorities will be coordinated by the OA organization in one of three modes, depending on the magnitude of the emergency. For planning purposes, State OES has established three levels of emergency response, which are based on the severity of the situation and the availability of local resources.

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EOC activation levels are scalable based in the evolving needs and may include full or partial staffing as required. See table below:

Level	Operational Status	Trigger Event/Situation <i>(examples include but not limited to)</i>	Activities
Level 3 - Minimal Staffing	Emergency Services Coordinator	Small incident or event One site Potential threat of: Flood Severe storm Escalating incident	Situational Analysis Public Information Response Coordination Resource Coordination Reporting to State
Level 2 Partial Staffing	Management, EOC Section Coordinators Branches/Divisions/Units Liaison/Agency reps	Large scale evacuations 2+ incident sites Severe Weather Warning Earthquake with minor damage Major scheduled event	Situational Analysis Public Information Response Coordination Resource Coordination Logistics Support Reporting to State
Level 1 - Full Staffing	All positions (as required)	Large Winter Storm Terrorist incident Major Earthquake Regional Disaster Major Wildland Fire in Urban interface Other events as require	Situational Analysis Public Information Response Coordination Resource Coordination Logistics Support Recovery Operations Sustained Operations Reporting to State

Specific emergency response actions of the various elements of the OA organization are reflected in **EOC Manual – OA Job Aids and Checklists** of this Plan.

### 2.3 ACTIVATION OF DEPARTMENT OPERATIONS CENTERS

A department operations center provides a central place close to field operations where supervisors responsible for departmental activities can coordinate their activities with other responding local jurisdictions, state government agencies, and special districts. Activation of a department operations center may occur at any level of activation of the OA.

### 2.4 OA ALERTING, NOTIFICATION

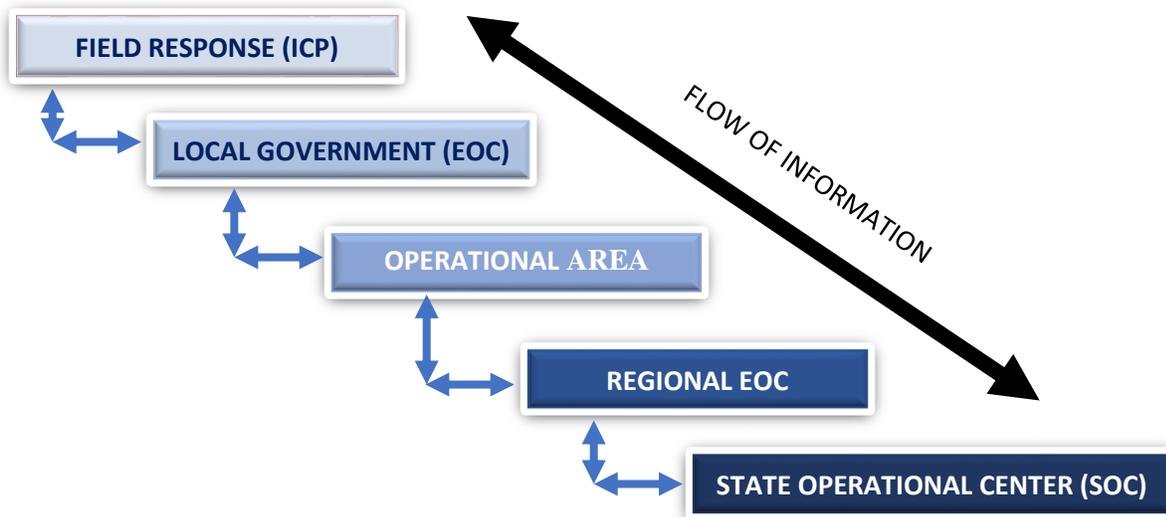
Methods of alerting local governments about emergency situations are not altered by this plan. In addition to already established methods of emergency notification, OA members will be notified by the most expeditious method (smartphone, tablet, cellphone, or e-mail) of the activation of the OA organization and the OA EOC. See the Alert and Warning Annex for detailed specifics regarding methods and ways of alerting and notifying.

### **3.0 STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS)**

Standardized Emergency Management System (SEMS) is the system required by Government Code Section 8607(a) for managing response to multi-agency and multi-jurisdiction emergencies in California. SEMS consists of five organizational levels which are activated as necessary: field response, local government, OA (countywide), OES Mutual Aid Regions, and state government.

SEMS incorporates the use of the Incident Command System (ICS), the Master Mutual Aid Agreement and mutual aid systems, the OA concept, and multi-agency coordination (MAC).

SEMS has been adopted by Sacramento County for managing response to multi-agency and multi-jurisdiction emergencies and to facilitate communications and coordination between all levels of the system and among all responding agencies.



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### **3.1 LOCAL GOVERNMENT LEVEL**

Local government is one of the five levels of SEMS. The basic role of a local government is to manage and coordinate the overall emergency response and recovery activities within its jurisdiction.

A local government under SEMS is a city, county, city and county, school district, or special district. Special districts are units of local government (other than a city or county) with authority or responsibility to own, operate or maintain a project (as defined in California Code of Regulations 2900(s) for purposes of natural disaster assistance). This may include a joint powers authority established under Section 6500 et seq. of the Code.

Cities are responsible for emergency response within their boundaries, although some cities contract for some municipal services from other agencies.

Special districts are primarily responsible in emergencies for restoration of services that they normally provide. They may also be responsible for safety of people at their facilities or on their property and for warning of hazards from their facilities or operations. Some special districts may assist other local governments in the emergency response.

All local governments are responsible for coordinating with other local governments, the field response level and the OA. Local governments are also responsible for providing mutual aid within their capabilities.

#### ***3.1.1 SEMS Requirements for Local Governments***

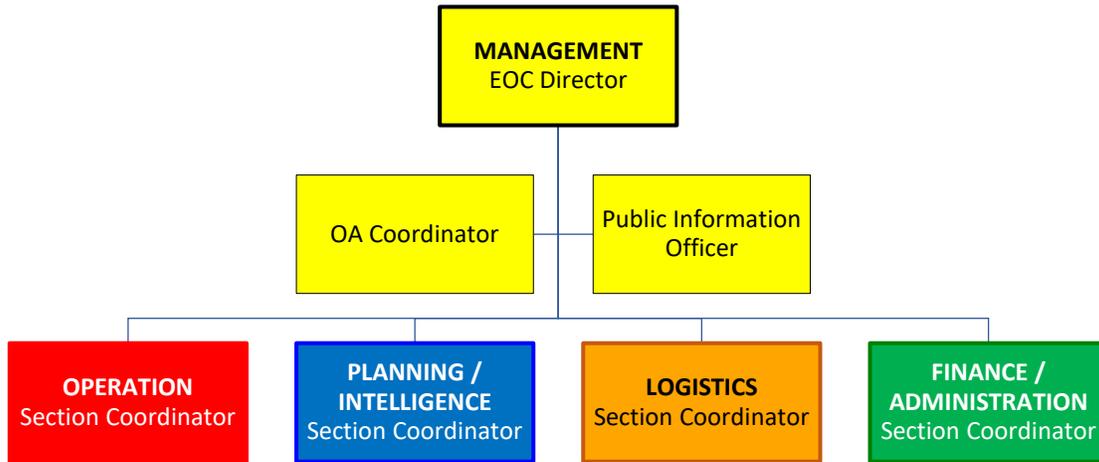
Local governments will comply with SEMS regulation in order to be eligible for state funding of response-related personnel costs and will:

- 1) Use SEMS when a local emergency is declared or proclaimed, or the local government EOC is activated.
- 2) Establish coordination and communications with Incident Commanders either through departmental operating centers (DOCs), when activated, or directly to the EOC.
- 3) Use existing mutual aid systems for coordinating fire and law enforcement resources.
- 4) Establish coordination and communications between the local jurisdiction EOC when activated, and the OA organization and any state or local emergency response agency having jurisdiction at an incident within the local jurisdiction's responsibilities.
- 5) Use multi-agency or inter-agency coordination to facilitate decisions for overall local government level emergency response activities.

The requirement to use SEMS includes fulfilling the management and coordination role of local government and providing for the five essential SEMS functions of management, operations, planning/intelligence, logistics and finance/administration.

The EOC is organized by the five major function areas as outlined in SEMS:

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**Management** Responsible for overall direction, setting operational goals and objectives

**Operations:** Responsible for coordinating all jurisdictional operations in support of the emergency response through implementation of the local government's EOC Action Plan.

**Planning:** Responsible for collecting, evaluating and disseminating information; documenting incident activities, situations, developing the jurisdiction's EOC Action Plan and After-Action Report in coordination with other functions; and maintaining documentation.

**Logistics:** Responsible for providing facilities, services, personnel, equipment, and materials.

**Finance:** Responsible for financial activities and other administrative aspects.

The EOC may also include representatives from special districts, volunteer agencies, and private agencies with significant response roles.

## **4.0 OPERATIONAL AREA**

### **4.1 DEFINITION**

The Operational Area (OA) is defined in the Emergency Services Act as an intermediate level of the state's emergency services organization consisting of a county and all political subdivisions within the county geographic area. Political subdivisions include cities, counties, special district or other local governmental agency, or public agency as authorized by law. The OA is responsible for:

- Coordinating information, resources and priorities among local governments within the OA,
- Coordinating information, resources and priorities between the regional level and the local government level, and
- Using multi-agency and/or inter-agency coordination to facilitate decisions for overall OA level emergency response activities.

The OA Plan is used by the county, the cities and other local governments comprising the OA for the coordination of emergency activities and to serve as a link in the system of communications and coordination between the state's emergency operation centers and the operations centers of the local governments in the OA. The OA will be the focal point for information transfer and support requests by cities and special districts within the County, unless there is an alternative arrangement agreed to by all affected jurisdictions.

### **4.2 SACRAMENTO OA**

The Sacramento OA was approved in November 1995 by the Board of Supervisors. The Sacramento OA Agreement by and between the county, cities, and public agencies established the OA and the terms of agreement between the participants. Attachment 1 is the OA Agreement, Attachment 2 lists the participants. OA members are those whose governing bodies have signed the Sacramento OA Agreement.

#### ***4.2.1 Lead Agency***

Sacramento County is the lead agency for the Sacramento OA.

#### ***4.2.2 OA Organization***

The OA organization consists of an OA Coordinator, functional coordinators, and supporting staff. This group constitutes the OA emergency management staff. During emergencies, policy decisions and priorities are set by the Policy Group of the impacted jurisdictions when resources are scarce, or priorities are in conflict.

During larger scale emergencies that involve more than one responsible jurisdiction or agencies, management personnel from the responsible jurisdictions may form a Unified Command or Multi-Agency Coordination Group. The Multi-Agency Coordination section of this plan provides more detail on this aspect of the organization.

#### ***4.2.3 OA Council***

The Sacramento OA Agreement established the OA Council. The Council consists of a representative from each member city and the county, and a representative from each of the following groups; law enforcement, fire districts, flood control and reclamation districts, water districts, utilities, park and

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recreation districts, school districts, and cemetery districts. The council is responsible for reviewing and concurring with OA plans, policies and procedures. See Attachment 3 is the OA Council Roster.

The Council will meet no less than once a year and as often as necessary to handle the business of the OA. Sacramento County Emergency Operations staff function as staff to the Council and are responsible for scheduling, notification, and logistics for Council meetings. OA staff will ensure that minutes, correspondence, plans, and other vital business documents of the council are disseminated to Council representatives and OA members.

### **4.3 ACTIVATION OF THE OA**

Activation of the OA during a State of Emergency or a Local Emergency is required by SEMS regulations under the following conditions:

- 1) A local government within the OA has activated its EOC and requested activation of the OA EOC to support their emergency operations. §2407(a)(1)
- 2) Two or more cities within the OA declare or proclaim a local emergency §2409(f)(2).
- 3) The county and one or more cities have proclaimed a local emergency. §2409(f)(3)
- 4) A city, city and county, or county has requested a governor's proclamation of a state of emergency, as defined in the Government Code Section 8558(b). §2409(f)(4)
- 5) A state of emergency is proclaimed by the governor for the county or two or more cities within the OA. §2409(f)(5)
- 6) The OA is requesting resources from outside its boundaries. This does not include resources used in normal day-to-day operations which are obtained through existing mutual aid agreements. \*§2409(f)(6)
- 7) The OA has received resource requests from outside its boundaries. This does not include resources used in normal day-to-day operations which are obtained through existing mutual aid agreements. §2409(f)(7)

#### ***4.3.1 OA Participant's Responsibilities***

During an activation of the OA organization and/or OA EOC, participant jurisdictions are responsible to:

- designate a representative who has authority to speak on behalf of the jurisdiction to coordinate with the OA,
- establish communication and coordination with the OA,
- notify the OA when the local government EOC is activated,
- provide status reports of emergency conditions within the jurisdiction,
- determine the utilization of jurisdictional resources and render mutual aid, if possible, when requested by the OA,
- utilize OA functional coordinators when requesting mutual aid resources, and

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- If necessary, participate with other affected jurisdictions in the operation area in a multi-jurisdictional coordination group.

### 4.3.2 OA Staff Responsibilities

- Activation of the local government level means that at least one local government official implements SEMS as appropriate to the scope of the emergency and the local government's role in response to the emergency. The OA functions as the first point of contact for the coordination of local assistance within the OA. OA staff must rapidly assess the situation, identify and prioritize the initial actions to be taken, and acquire/deploy those resources needed to meet the immediate needs of OA jurisdictions.
- OA functional coordinators will establish and maintain contact with local jurisdictions involved in the emergency response to assess the scope of the emergency situation and the need for additional resources. Functional coordinators prepare periodic reports on the emergency situation and the status of OA resources with information gathered from impacted jurisdictions.
- Prior to activation of the OA EOC, the County Emergency Operations Office compiles status reports from all functions for OA situation reports required by State OES. When the OA EOC is activated, the Planning section assumes responsibility for preparing situation reports. During situations of a significant magnitude and scope, where the OA EOC activates and will likely operate for an extended period of time, the OA Coordinator will ensure that communication links are established with necessary agency representatives for multi-agency coordination. Attachment 4 is an Emergency Contact List for the OA.
- Specific responsibilities of OA staff will be found in the checklists in Part 2 of this plan for each of the positions which may be assigned duties in support of the OA.

### 4.4 OA Emergency Operations Center

The basic purpose of the OA EOC is to serve as the coordination point for obtaining additional resources and coordinating information and priorities for a multitude of emergency response agencies. The Sacramento County (EOC) will function as the OA EOC.

#### OA EOC Location

Sacramento County OES  
Building 600 Suite 122  
3720 Dudley Blvd.  
McClellan, CA 95652

#### Alternate EOC

City of Folsom  
Emergency Operations Center

#### 4.4.1 EOC Activation Policy

The OA Coordinator and OA staff may function from the OA EOC or from other locations depending on the situation. The OA EOC may be partially or fully staffed to meet the demands of the situation. The level of OA EOC activation is based on the incident and resource needs. The nature of an emergency will determine the level of EOC activation, the numbers of personnel, and the EOC positions that are activated.

The Sacramento OA EOC will be activated at a Level I or Level II emergency. OA members will be notified whenever the OA is activated. Level III OA coordination may be conducted at the Sacramento County Emergency Operations Office or virtually using WebEOC.

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### **4.4.2 Activation Authority**

The decision to activate the OA EOC will be made the County Executive or his/her designee, the Chief of Emergency Services.

### **4.4.3 OA EOC Organization**

The OA organization will address the five functional areas of SEMS; management, operations, planning/intelligence, logistics, and finance. Activated functions will be coordinated by the section coordinators responsible for OA activities. The OA Coordinator and the section coordinators function as the OA EOC management team

- OA staff (management team, functional coordinators, and support staff) are responsible for interacting with one another and other entities within the EOC to ensure the effective functioning of the OA EOC organization.

### **4.4.4 OA Management Team Responsibilities in the EOC**

**Management** – Sacramento County Code designates the County Executive as the County’s Director of Emergency Services who is tasked with overseeing and directing all aspects of the OA emergency response and recovery operations including priority setting and resource management. The Director is assisted by a Command staff charged with delivering public information, reviewing legal issues, maintaining safety and security for the EOC, and EOC operations. Management may also facilitate multi-agency coordination.

**Operations** - The Operations Section supports jurisdictional operations supporting the response to the emergency as well as operational DOCs. Additionally, this section assists with the coordination and deployment of necessary resources for field operations. The Section Coordinator manages functional coordinators who share information and decisions about discipline specific operations.

**Planning/Intelligence** - The Section will gather information from a variety of sources, including all activated local government EOCs, analyze and verify information, and prepare and update internal EOC information and map displays. The Situation Analysis function will be activated under any EOC activation. The Section has an important function in overseeing the Planning Meetings and in preparing the EOC Action Plan. The Section will collect and process internal EOC documentation and prepare advanced planning information as necessary. Technical Specialists assigned to the EOC will initially be part of the Planning/Intelligence Section.

**Logistics** - The Logistics Section provides facilities, services, resources and other support services both to county agencies responding to the emergency to local governments in response to requests for resources, and to meet internal EOC operating requirements. Incident, DOC or agency, and local government requests for support directed to the EOC will be channeled through the EOC Operations Section.

**Finance** - The Finance/Administration Section is responsible for providing fiscal and administrative procedures to support emergency responses of the Operational Area. The EOC Finance/Administration Section will ensure vital records are preserved in the event of a major disaster or emergency, including documentation for work performed and associated costs, time sheets for employees, and the procurement of equipment and supplies.

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### ***4.4.5 Public Information – Joint Information Center***

During an area wide emergency or disaster, dissemination of information can be essential and timely. In order to provide public information coordination, the OA may open a Joint Information Center (JIC) and manage a Joint Information System (JIS) that provides the mechanism to organize, integrate, and coordinate information to ensure timely, accurate, accessible, and consistent messaging across multiple jurisdictions and/or disciplines with nongovernmental organizations and the private sector. Joint Information System Annex is listed with the Annexes.

### ***4.4.6 Duration of EOC Activation - Deactivation***

The OA EOC will remain staffed until such time as the County Executive or his/her designee conclude that it is no longer needed to manage the situation. Once the OA EOC is deactivated, OA staff will be responsible for following up on any ongoing mutual aid missions as well as compiling, generating and forwarding required reports. The EOC Plans Section is tasked with developing a deactivation plan.

## **4.5 DISASTER INFORMATION**

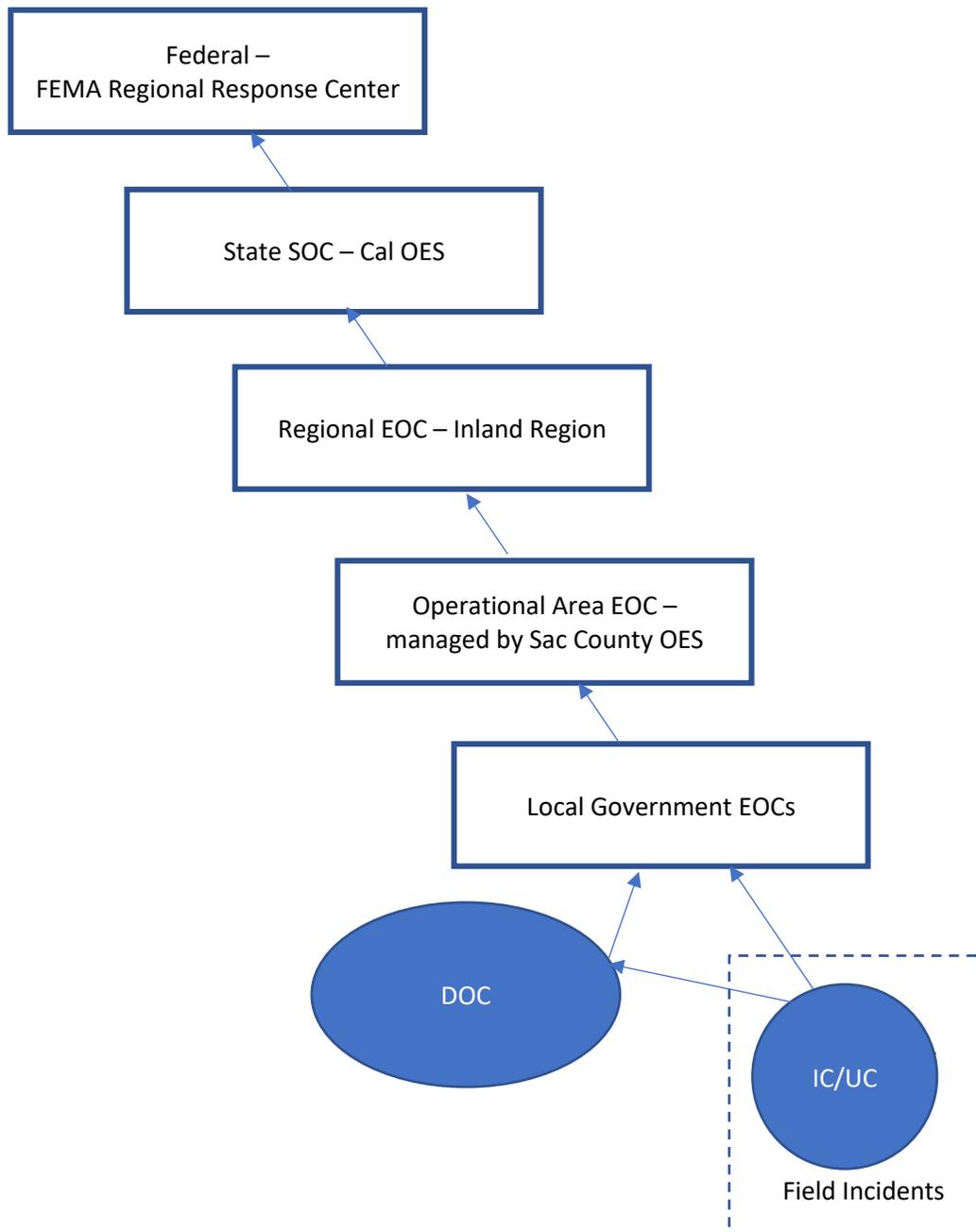
The OA plays a pivotal role in resource coordination and situation analysis. Communication with California Office of Emergency Services (Cal OES) is essential and important. In the initial stages of an emergency, the OA informs the state by submitting an Event/Major Incident Report, and, as the situation develops, uses Situation Status reports to keep the state informed. Functional Coordinators serve as the communication link between the OA and the cities and districts within the OA.

### ***4.5.1 Information Flow***

Cities and special districts gather status information from their field operations and/or department operations centers and report their status to the OA level. A joint agreement between the county and cities is in place to utilize WebEOC for incident documentation and information sharing. Cities and special districts may use WebEOC to report their status to the OA. Information may also be gathered by functional coordinators at the OA level from cities and special district functional liaisons (law enforcement, fire, construction and engineering, flood control, health/medical, care and shelter, energy, utilities and potable water), or in the case of small jurisdictions, from a designated liaison who reports on all emergency functions.

The OA compiles status information from all impacted jurisdictions and reports the status of the OA to Cal OES Inland Region. OES compiles information from the regions and prepares a state disaster status report for the governor. This conduit also works in reverse. Cal OES status reports are disseminated to OAs, and OA status reports are disseminated to impacted jurisdictions in the OA.

SEMS Communication and Coordination Chart



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### **4.5.2 Relationship to Resource Management**

Information about a disaster and tracking of resources used to respond to a disaster are connected items. At a minimum, disaster information is needed to estimate resource requirements. Resource status information is an element within disaster situation reports and is used to help create an overall picture of what is happening.

### **4.5.3 OA Reports**

Narrative reports and statistical compilation are the means by which information flows from the OA to the state level and back. Samples are located in Attachment 5 - Forms.

**Event/Major Incident Report** - is the first report submitted to OES by the OA. Information contained in this report is intended to paint an initial picture of the scope and magnitude of the situation. The OA names the event, reports the date and type of emergency, describes the jurisdictions/disciplines impacted, and the status of functional areas.

**Situation Reports** - are usually brief narratives that present a concise "picture" of the emergency situation and are prepared for specific time periods. This report provides the planning staff a place for a compilation of updated information on the incident usually derived from the functional Status Reports. At the beginning of an emergency response, the REOC and the OA should agree upon times for submitting Situation Reports. The Situation Report is intended for use after the Event/Major Incident Report has been filed with OES.

**"Flash" Reports** - are used by local jurisdictions and the OA for transmitting critical, time-sensitive information outside regularly scheduled Situation Reports, i.e., the report of an impending dam failure. They can be both oral and written. An oral flash report would precede written reports. The written report serves later as a confirmation and as documentation.

**Initial Damage Estimate Report** - is completed by OA staff during the first several days of the emergency to transmit statistical information about the severity and type of damage to public and private property, and to estimate the cost of those damages. Local jurisdictions may use this form to submit damage estimates to the OA or may use any format that conveys their damage information.

**After Action Report** - As part of the recovery phase, and in accordance with SEMS, the State of California requires any city and/or county proclaiming a local emergency for which the Governor proclaims a State of Emergency, to complete and transmit an after-action report (AAR) to the California Office of Emergency Services (Cal OES) within 90 days of the close of the incident period. Sac OES would be tasked with completing an AAR.

### **4.5.4 Information Transmission**

Forms and information can be sent to Cal OES through CalEOC (WebEOC) by email, telephone or FAX. Regardless of how information is sent, certain cautions should be observed:

- Unverified data should not be transmitted. All data should be verified prior to transmission. If unverified data must be transmitted, it should be clearly designated as unconfirmed.

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- Sensitive information must be transmitted with an appropriate level of security. Use of such information may need to be restricted.

**4.6 OA RESOURCE COORDINATION**

The OA functional coordinator tracks and coordinates resources within the county area for their function/discipline. The functional coordinator should determine what type of request is being made when a request for resources is received. Is the local requesting jurisdiction asking for:

- assistance in identifying a vendor who may be able to supply needed resources,
- resources (equipment or personnel) that OA jurisdictions have on hand and do not need to keep in reserve for their own emergency response, or
- specific State or Federal resources for which the request must be passed on to the REOC?

The type of request will determine what action the functional coordinator takes:

Type of resource request	Action
Resources available through purchase	Refer to Logistics. Purchasing unit will consult vendor listings and refer requestor to local vendors who supply the needed resources.
Equipment/personnel available in the OA	<ol style="list-style-type: none"> <li>1. Canvass OA for available resources.</li> <li>2. Complete OA resource request form and assign OA tracking #.</li> <li>3. Arrange contact with lending jurisdiction.</li> <li>4. Track deployment of OA resources.</li> <li>5. Follow-up with jurisdictions to ensure return of resources.</li> </ol>
State or Federal resources	<ol style="list-style-type: none"> <li>1. Complete the State Resource Request Form.</li> <li>2. Contact functional coordinator in the REOC to place request.</li> <li>3. Document State mission # on request form.</li> <li>4. Coordinate between REOC and requestor.</li> <li>5. Give copy of completed request form to Planning.</li> </ol>

Functional coordinators use the Resource Request Form when taking a request from an OA jurisdiction. Functional coordinators may also use the following forms for identifying and tracking OA resources:

- **OA Resources Inventory** of critical resources located within the OA;
- **OA Resources Request Tracking Form** for determining where resources are being used, where they come from, and when they are once again available for use.

**4.6.1 Relationship to Disaster Intelligence**

Resource management and disaster intelligence are connected activities. The deployment of resources could be based upon information received from disaster intelligence. In addition, the nature and frequency of resource requests are part of the information gathered for status reports.

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### **4.6.2 Resource Requests - Procurement Role**

The general rule for resource requests is to process them at the lowest possible level before forwarding them to the next level. Generally, a resource request is not forwarded to the next higher level until all possible sources of that item have been reasonably exhausted at the lowest level. In some cases, available State resources may be requested without a procurement effort being made if it might be unreasonable to attempt to procure that type of resource through purchasing a service or supply (examples: helicopters, boats, water buffaloes, canvass tents, cots and blankets available through Red Cross or the National Guard, or other supplies specifically maintained by the State or Federal government for response to disasters).

The Logistics section handles requests for resources not available within functional areas. As an example, if the OA Care and Shelter Coordinator had received a request for shelter security from an OA jurisdiction, the coordinator would direct the request to the Logistics section rather than to the regional Care & Shelter coordinator because security services are not a typical Care and Shelter resource. The Logistics Chief, who also functions as the Logistics Coordinator for the OA, would coordinate with Sheriff and Police representatives of the requesting jurisdiction to have security personnel assigned to the shelter. If law enforcement personnel were fully committed elsewhere and unable to staff security for the shelter in their jurisdiction, Purchasing would refer the jurisdiction to a vendor who provides security services.

### **4.6.3 Report Formats**

Within the EOC, the overall status of resources should be reflected in functional status reports submitted to the planning section and on status boards. Various functional areas may maintain their own internal report formats, which typically focus on:

- required resources;
- requested/pending resources;
- projected shortfalls;
- resources on hand;
- resource locations; and
- released/returned resources.

### **4.6.4 Needs and Shortfalls**

All functional areas need to maintain data on available resources before a shortfall reaches a critical level and becomes life-threatening.

## **5.0 MUTUAL AID**

### **5.1 INTRODUCTION**

The foundation of California's emergency planning and response is a statewide mutual aid system which is designed to ensure adequate resources, facilities and other support is provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation. The Master Mutual Aid Agreement creates a formal structure wherein each jurisdiction retains control of its own facilities, personnel and resources, but may also receive or render assistance to other jurisdictions within the state.

### **5.2 MUTUAL AID SYSTEM**

A statewide mutual aid system allows for the progressive mobilization of resources to and from emergency response agencies, local governments, OAs, regions and state with the intent to provide requesting agencies with adequate resources.

Requests for mutual aid will be initiated through the Sacramento OA when local resources are committed to the maximum and additional resources are required. Fire, law enforcement agencies, medical, utilities, and water districts request mutual aid directly through established channels.

#### **5.2.1 EMERGENCY MANAGEMENT MUTUAL AID (EMMA)**

One of the mutual aid systems available to Emergency Operation Centers (EOC) for EOC Personnel is EMMA. This system allows for the request or provision of single EOC Staff positions. All EMMA coordination either for personnel assisting other county or city jurisdictions, or receiving staff to a local EOC will happen through the Sacramento OA.

Requesting jurisdictions will provide to the Sacramento OA their position needs. If EOC resources cannot be obtained from other jurisdictions through the OA, then Sacramento OA will submit an EMMA request to the State Regional Emergency Operation Center (REOC).

All EMMA requests from outside jurisdictions must be approved and validated by the Sacramento OA before personnel may be deployed to leave the county. Those individuals approved for deployment will be issued an EMMA number for tracking purposes.

### **5.3 FUNCTIONAL COORDINATORS MUTUAL AID RESPONSIBILITIES**

To facilitate resource requests, discipline-specific mutual aid systems work through designated functional coordinators at the OA, regional and state levels. The basic role of the functional coordinator regarding mutual aid is to receive resource requests, coordinate the provision of resources from within the coordinator's geographic area of responsibility and pass on unfilled requests to the next level.

The Sacramento OA has designated functional coordinators to handle resource requests that do not fall into one of the already established mutual aid systems. Functions:

- Flood Control for non-project levee and drainage facilities
- Potable Water
- Care and Shelter
- Construction and Engineering
- Utilities

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- Energy

OA functional coordinators may coordinate from an EOC, their normal departmental location or other locations depending on the circumstances. When local government EOCs are activated, all OA functional coordinators will establish communications with local government functional contacts. When the OA EOC is activated, OA functional coordinators will respond to the OA EOC to facilitate coordination and information flow.

### **5.4 POLICIES AND PROCEDURES**

Local jurisdictions will make resource requests through the Sacramento OA. Request must specify:

- Requesting agency
- Jurisdiction/agency responsible for payment
- Type of request:
  - assistance with vendor identification,
  - resources available through OA member agencies, or
  - specific State resources (request is passed on to the REOC).
- Number and type of personnel needed.
- Type and amount of equipment needed.
- Reporting time, location, check-in information, and contact information.
- Authority to whom forces should report.
- Access routes.
- Estimated duration of operations.
- Risks and hazards.
- Jurisdictional authority to make request.

Mutual aid resources will be provided and utilized in accordance with the California Master Mutual Aid Agreement.

During a proclaimed emergency, inter-jurisdictional mutual aid will be coordinated at the OA level.

### **5.5 AUTHORITIES AND REFERENCES**

Mutual aid assistance may be provided under one or more of the following authorities:

- California Master Mutual Aid Agreement.
- California Fire and Rescue Emergency Plan.
- California Law Enforcement Mutual Aid Plan.
- California Emergency Management Mutual Aid (EMMA) Plan
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended), provides federal support to state and local disaster activities.
- Public Law 98-99: Flood Fight and Recovery Authorities, Corps of Engineers

## **6.0 MULTI-AGENCY COORDINATION**

As appropriate, the OA may organize a MAC Group as outlined in SEMS and NIMS. Cal OES guidance suggests that a MAC System is a tool to assist emergency managers with prioritizing multiple emergency incidents for the allocation of scarce resources. Similarly, the OA may function concurrently as a MAC Group.

Multi-agency coordination may be used by the OA during emergencies for:

- establishing priorities for response,
- allocating critical resources,
- developing strategies for handling multi-agency response problems,
- sharing information, and
- facilitating communications.

### **6.1 MULTI-AGENCY COORDINATION IN THE OA EOC**

Emergency information, resources, and priorities are normally coordinated at the EOC by:

- Director of Emergency Operations/Services,
- OA Coordinator and support staff,
- OA functional coordinators, and
- Liaison with agency/jurisdiction representatives from cities, special districts, volunteer agencies and private organizations.

Coordination with agencies not represented in the EOC may be accomplished through various methods of communications.

Decisions regarding the prioritization of scarce resources and resolution of conflicts between jurisdictions over response priorities or strategies for handling multi-agency response problems will be deferred to a MAC group.

### **6.2 MULTI-AGENCY COORDINATION GROUP**

The responsibility of a multi-agency coordination (MAC) group is to set priorities and resolve conflicts. A MAC group may:

- be convened to establish priorities for response or allocation of critical resources during major disasters when resources are scarce,
- be comprised of the senior executive/management staff from the impacted jurisdictions,
- develop consensus on priorities, resource allocation and response strategies, and
- function within the OA EOC, at another location or through conference calls, but will remain in contact with the OA EOC.

### **6.3 SPECIAL DISTRICT INVOLVEMENT**

Special districts are defined as local governments under SEMS. The emergency response role of special districts is generally focused on restoring normal services, however some special districts can be extensively involved in emergency response or assisting other local governments.

Coordination and communications must be established among special districts that are involved in emergency response, other local governments and the OA. This may be accomplished in various ways depending on the situation. Relationships among special districts, cities, county government and the OA are complicated by overlapping boundaries and by the multiplicity of special districts. Typically, special district boundaries cross municipal boundary lines. A special district may serve several cities and county unincorporated areas. Some special districts serve more than one county. In such a situation, the special district may wish to provide a liaison representative to the OA EOC to facilitate coordination and communication with the various entities it serves.

Field operations centers provide an opportunity for special districts that are heavily involved in the emergency response and may not have staff to spare for liaison to the OA EOC to coordinate activities and share situation status information with other local governments who are involved in the emergency response.

### **6.4 COORDINATION WITH VOLUNTEER AND PRIVATE AGENCIES**

Liaison must be established between activated EOCs and private agencies involved in a response. Where there is a need for extensive coordination and information exchange, private agencies should be represented in the OA EOC at the appropriate SEMS level.

Coordination with agencies that do not have representatives at the EOC may be accomplished through telecommunications, liaison with community councils that represent several agencies or involvement of agencies in special multi-agency coordination groups on specific issues.

**ANNEXES**

*Additional ones to be added*

## Emergency Support Functions

CA ESF	Definition	Federal ESF
ESF 1 - Transportation	Assists in the management of transportation systems and infrastructure during domestic threats or in response to incidents.	ESF 1 – Transportation
ESF 2 - Communication	Provide resources, support, and restoration of government emergency telecommunications, including voice and data.	ESF 2 – Communication
ESF 3 – Construction & Engineering	Organizes the capabilities and resources to facilitate the delivery of services, technical assistance, engineering expertise, construction management, and other support.	ESF 3 – Public Works and Engineering
ESF 4 – Fire & Rescue	Monitors the status of fire activities. Coordinates support activities related to the detection and suppression of urban, rural, and wildland fires and emergency incident scene rescue activities and provide personnel, equipment, and supplies.	ESF 4 - Firefighting
ESF 5 – Management	Coordinates and resolves issues among the CA-ESFs in the four phases of emergency management to ensure consistency in the development and maintenance of the SEP annexes. During emergencies, serves in an advisory capacity to the EOC Director	ESF 5 – Information & Planning
ESF 6 – Care & Shelter	Coordinates actions to assist responsible jurisdictions to meet the needs of victims displaced during an incident including food assistance, clothing, non-medical care and sheltering, family reunification, and victim recovery.	ESF 6 – Mass Care, Emergency Assistance Housing and Human Services
ESF 7 - Resources	Coordinates plans and activities to locate, procure, and pre-position resources to support emergency operations.	ESF 7 – Logistics Management & Resource Support
ESF 8 – Public Health & Medical	Coordinates Public Health, Environmental Health, and Emergency Medical Services activities statewide in support of local jurisdiction resource needs for preparedness, response, recovery, and mitigation from emergencies and disasters.	ESF 8 – Public Health & Medical Services
ESF 9 – Search & Rescue	This Emergency Support Function was merged into CA-ESF 4 Fire and Rescue for Urban Search and Rescue requests and CA-ESF 13 Law Enforcement for Wilderness Search and Rescue.	ESF 9 – Search & Rescue
ESF 10 – Hazardous Materials	Coordinates resources and supports the responsible jurisdictions to prepare for, prevent, minimize, assess, mitigate, respond to, and recover from a threat to the public or environment by actual or potential hazardous materials releases, including oil spills.	ESF 10 – Oil & Hazardous Material Response
ESF 11 – Food & Agriculture	Supports the responsible jurisdiction and coordinates activities during and immediately following a disaster, impacting the agriculture and food industry, and supports the recovery of impacted industries and resources post disaster.	ESF 11 – Agriculture & Natural Resources
ESF 12 - Utilities	Provide resources and support to responsible jurisdictions and in partnership with the private sector to restore gas, electric, water, wastewater and telecommunications.	ESF 12 – Energy

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ESF 13 – Law Enforcement	Coordinates law enforcement personnel and equipment to support responsible law enforcement agencies, coroner activities, Wilderness Search and Rescue, and public safety in accordance with Law Enforcement and Coroner’s Mutual Aid Plans.	ESF 13 - Public Safety & Security
ESF 14 – Long Term Recovery	Supports and enables economic recovery of communities and California from the long-term consequences of extraordinary emergencies and disasters.	ESF 14 - Long Term Community Recovery
ESF 15 – Public Information	Supports the accurate, coordinated, timely, and accessible information to affected audiences, including governments, media, the private sector, and the local populace, including the special needs population.	ESF – External Affairs
ESF – 16 – Evacuation	This Emergency Support Function was merged into CA-ESF 13 Law Enforcement in August 2013.	N/A
ESF 17 – Volunteer & Donations Management	Supports responsible jurisdictions in ensuring the most efficient and effective use of affiliated and unaffiliated volunteers and organizations and monetary and in-kind donated resources to support incidents requiring a State response.	N/A
ESF 18 - Cybersecurity	Coordinates resources to prepare, mitigate, respond to, and recover from a significant cybersecurity event.	N/A

**Alert and Warning Annex**

**Joint Information Systems**

## Evacuation

**ATTACHMENTS**

**OA Agreement**

**OA Council Roster**

**OA Emergency Contact List**

**OA Forms**